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In This Issue:

THE VOLUNTEER — INDISPENSABLE ASSET
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CENT ANS AU SERVICE DES PAUVRES
NEWFOUNDLAND TODAY AND TOMORROW

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Executive Director

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Activity in Penal Reform

PENAL REFORM in Canada will for a few days receive searching scrutiny as the Fourth Canadian Penal Congress convenes in Windsor, Ontario, this month. Delegates from all sections of the Dominion have by registering, served notice that what has been described as Canada's most neglected social science, retains its faithful, and still hopeful, adherents.

It is understandable why penal reformers in this country are discouraged by the non-implementation, in any major way, of the Archambault Report, *The Royal Commission to Investigate the Penal System of Canada* which was submitted to the then Minister of Justice on April 4, 1938. The more optimistic among them trust that it really was the war which prevented action and that now the recommendations of the three distinguished Canadians, Judge Joseph Archambault of Quebec, Chief Justice J. C. McRuer of Ontario and R. W. Craig, K.C., of Manitoba, will be given necessary and practical attention.

It is in the Provincial field, however, that prospects of more immediate remedies are discernible. In Ontario, the Hon. George H. Dunbar on his appointment to the new post of Minister of Reform Institutions (a very significant title) made a declaration that he intended to do away with the antiquated county jails of Ontario, and to institute a system which would be reformatory rather than custodial in concept. In Saskatchewan, Dr. S. R. Laycock has recently submitted the Report of *The Commission to Investigate the Penal System of Saskatchewan* which, if acted upon, will introduce improvements on a scale unprecedented in Canada.

The demands of those meeting at Windsor are not unreasonable. All they want in Canada is a penal system that is comparable in efficiency and humanity to that long in force in Britain and in the more progressive states of the U.S.A. In the Laycock Report at page 3 there is a general recommendation (No. 12) "That the Government of Saskatchewan change the policy of its penal institutions, which has been chiefly custodial, to one where a carefully planned attempt will be made to protect society by re-educating reformable prisoners in better ways of citizenship, and that in this process full use be made of all available scientific knowledge and experience in the field of penology". They consider that this is a challenge, not only to Saskatchewan, but to every other province in Canada.

A report of the Penal Congress will be carried in the December issue of *WELFARE*.

The Volunteer —

Democracy's Indispensable Asset

Address given at the National Conference of Social Work, Buffalo, N.Y., May 21, 1946, by Eduard C. Lindeman, Professor of Social Philosophy, New York School of Social Work, Columbia University.

THE NOUN "volunteer" and the adjective "voluntary" are words which begin with the Latin root which means to will or to wish. These terms came to us, however, through French channels and as usual took on some of the spontaneous qualities so often found in French language and culture. Not the least interesting of these qualities contributed by the French was the notion that the exercise of the will becomes important only when the will is free from external constraint. It thus happened that the volunteer became a symbol of freedom. I assume, therefore, that it was not accidental on the part of that famous French political philosopher, Alexis deTocqueville, on his return from a study of American democracy to emphasize in his lectures to French students, the voluntary aspects of American life. Using a very liberal paraphrase, he spoke to his students somewhat as follows:

"These Americans are a peculiar people. If in a local community a citizen becomes aware of a human need which is not being met, he thereupon discusses the situation with his neighbours. Suddenly a committee comes into existence. This committee thereupon begins to operate on behalf of the need. And, *mirable visu* a new community function is established. In the meantime, these citizens have performed this act without a single

reference to any bureaucracy or to any official agency."

Later he developed this observation to the status of a democratic principle which, again liberally interpreted emerged as follows: *The health of a democratic society may be measured by the quality of services performed by its citizen volunteers.*

This is, I believe, a sound and wise principle. It needs to be re-interpreted, however, in the light of more recent developments affecting democratic societies. We have come to a time when voluntary agencies and institutions can no longer be expected to meet the needs of the people. This is peculiarly true in the sphere of social welfare. Public agencies now carry the chief burden of social welfare and their functions will increase and expand until all human needs for which the individual's resources are inadequate will be brought within their ambit. Does this tendency imply that the fulfilment of the public agencies' role will inevitably result in the liquidation of all private agencies and institutions? Does it likewise imply that when the public agencies have rounded out their programs there will no longer be a place for the volunteer?

My answer to both questions is an emphatic "no". When in any

society there is no longer a vital function to be performed by private institutions and agencies, democracy itself will have been liquidated. And when in any society there exists no outlet for the energies of the citizen volunteer the term "freedom" will have lost its meaning altogether. In other words, if we want freedom and if we want democracy, we must discover more and better functions for volunteers.

As the sphere of the state expands the citizen's participation takes on a deeper importance. As professionalism increases the role of the volunteer becomes more significant. These are democratic maxims and they need only to be reversed to suit the conditions of a totalitarian society. Since I assume that the United States is to remain a democratic nation, I also assume that our public welfare agencies will increase their use of volunteers and that private agencies will bring the volunteer into a new and strategic position, integral to their organizational framework and endowed with that variety of dignity which is sanctioned by efficiency and honored by the canons of democracy.

Public welfare agencies can subsist without the aid of volunteers but they can do more than subsist if they recognize the strategy of weaving volunteers into their permanent structure; they can by this means make public welfare synonymous with democratic progress. *Private social agencies cannot survive without the volunteer.* They cannot find their proper

place in a modern society unless they discover appropriate methods of building collaborative units composed of well-trained professionals on the one hand and community-centred volunteers on the other. Without this form of team-work the private agencies will either remain as vestigial appendages or they will gradually wither and die.

Lessons of War

The part played by volunteers in the late war will some day be told, I trust, and the historian who attempts this task will find himself confronted with a truly democratic epic. During the War over twelve million volunteers sprang, not to arms, but to desks, hospitals, clinics, playgrounds, factories, trucks and automobiles. Without their aid our health and social services would have sunk to a dangerous level. They helped us win the war but they also demonstrated that democracies are not constituted of lazy and self-indulgent citizens, are not what the Fascists claimed they were, namely, decadent and impotent. The story of selective service alone should be enough to prove the inner strength of democracy; an armed force of some thirteen to fourteen million men and women was recruited and selected by volunteer draft boards operating in every community of the nation, and this band of devoted citizens should incidentally be added to the twelve million mentioned above. I repeat, the performance of this gallant company of citizens who exercised the freedom of their wills in order to serve their nation in time of

peril represents a guarantee that an easy-going democracy can in time of danger bring its energies to a mighty convergence of indomitable strength and power.

This is the lesson of war. In "time of peril" and in "time of danger", we turn to volunteers and under such conditions they respond and they give to the national effort a spontaneity which must be wholly lacking in regimented totalitarian states. And how we are asking: How can this potential energy of the volunteer be harnessed to the long and arduous tasks of peace? How is it possible to keep volunteers steadily and persistently at work to keep our democracy as strong in peace as it has shown itself to be in war? We shall have become poor statesmen indeed if we fail to find answers to these questions. In fact, a failure to seek this peace-time equivalent of war would be tantamount to democratic betrayal.

Stimulated by the volunteer's high performance in war, alert social work leaders are now engrossed in a serious study of this problem which has been for too long neglected or merely taken for granted. In the past we have utilized volunteers when it suited our purposes. If I read the signs aright, we are now engaged in an inquiry the object of which is to discover how the volunteer's purposes and our purposes may be combined in a new and combined attack upon the American social problem. We stand, in other words, upon the threshold of a new venture in social tactics which will,

if it succeeds, bring social work into new relationships, new responsibilities and new comprehensions. The days of professional isolationism are over. Social work is about to take a plunge into the very midst of the contemporary democratic struggle. What was once merely another profession is about to become a people's movement. This, as I understand it, is the chief lesson war has taught.

Who Asks the Important Questions?

In order to demonstrate that the above paragraph is not merely the rosy vision of an enthusiastic social philosopher, but rather the genuine concern of social work leaders, I have selected three illustrations out of many to demonstrate that the question I have raised is a general and sincere concern.

(1) *The American Association of Social Workers* represents, more than anything else, the professional element in social practice. It is the organization which stands ready to protect standards of training and of performance, is especially zealous in promoting social work as a *bona fide* profession capable of taking its place beside the law, medicine, teaching and the ministry. When this organization speaks out on behalf of the volunteer its voice must be counted on the side of firm convictions. In the April 1946 issue of its official journal, *The Compass*, the Association publishes a manifesto written by its president and entitled "Citizen Participation" in which this sentence appears: "*Volunteers working in social and health agencies,*

citizens on boards and committees are also close to need and must form the core of any mobilization for action". If I understand this sentence, it means that professional social workers are now prepared to admit that an effective mobilization for improving our health and social services cannot be accomplished without the aid of volunteers, without, indeed, placing these volunteers at the very forefront of an advancing program.

Following this pronouncement by the president of the Association, one next discovers seven separate essays dealing with various phases of citizen participation. One of these articles deserves special attention since it was written by a perspicacious volunteer. I am especially eager to have this essay read by agency executives because the writer speaks with admirable candor both with respect to the satisfactions and the dissatisfactions which accrue to volunteers. As professionals, we should study with care this list of negative experiences registered by volunteers. Stated in briefest form these negatives are:

- (a) Volunteers are frustrated by social work jargon;
- (b) volunteers often feel insignificant and ineffective, particularly in large agencies;
- (c) volunteers, especially board members, frequently suspect that they do not actually form policies but are merely led to believe they do;
- (d) the precise functions which volunteers are supposed to perform are not sharply and clearly defined.

These are important criticisms and lead to the conclusion that pro-

fessionals have not yet evolved a true partnership with volunteers. Criticisms of this type will disappear when volunteers are finally regarded as integral and basic to the agency's function.

(2) *Community Chests and Councils, Incorporated*, is the national agency which must perforce strive to build bridges between social agencies and their professional staffs and the socially-minded citizens of the community. It may now be taken for granted, I presume, that our private health and social agencies could not successfully raise their budgets by means of independent financial campaigns. I presume also that the fact-finding and policy-making functions now performed by councils of social agencies could not be adequately performed on an agency, as distinguished from a community, basis. In both instances, respecting community chests and councils, the volunteer is the strategic factor: volunteers are the responsible agents who furnish the finances and must therefore assume responsibility for formulating broad-gauged community policies.

In terms of the background of experience gained in these co-operative enterprises the Community Chests and Councils, Incorporated has issued a set of principles which were formulated and adopted by its Advisory Committee on Volunteer Service. These principles deserve careful study and in order to provide an appetite for this enterprise, I quote the

opening sentence which appears in the form of a definition:

"Voluntary service is that effort, given without pay, by any individual in a community who wishes to share therein the responsibilities of those democratic institutions concerned with the advancement of human welfare."

It is to be especially noted that in this definition the volunteer is specifically associated with "democratic institutions", a principle which we shall do well to keep steadily in mind in the days to come.

(3) *The New York National War Fund* with rare insight and wisdom decided that the best service it could perform for the community of New York City before going out of existence was to conduct a study of citizen participation. This study has now been completed and will soon be available in printed form. Because of its importance as a piece of research and because I was in a slight degree associated with this enterprise, I shall assume the privilege of summarizing some of its findings and recommendations:

- (a) Before the War the total number of volunteers serving the social agencies in New York City was approximately 50,000. During the War this figure expanded ten-fold and there were 500,000 volunteers recruited and utilized. This figure does not include another half million recruited by the CDVO for protective services.
- (b) On the basis of this war-time experience with volunteers the study revealed that
 - (i) a substantial proportion of these war-time volunteers are

ready and willing to continue serving in peace-time;

- (ii) the agencies are not able to recruit as many volunteers as they require;
- (iii) special planning is needed if the full possibilities of citizen participation are to be realized.

This survey is studded with facts which substantiate the above conclusions, and I wish merely to indicate how these facts and conclusions culminate in a statesmanlike proposal. The Volunteer Survey Committee, under whose auspices the study was conducted, recommends that there be established in New York City, a Citizen's Service Organization to which will be assigned the responsibility for recruiting and placing volunteers for five major functional fields, namely, (1) hospitals, (2) health agencies, (3) institutions caring for children, youth and the aged, (4) welfare agencies providing case work and other individualized services, and (5) recreation. It is assumed that all other organizations now dealing with problems of volunteer service will be integrated with this city-wide organization and that the larger body will operate on a decentralized basis with respect to the separate boroughs of the City. Projects operating wholly through volunteers will be initiated and managed through the Citizen's Service Organization, or administered jointly. Specialized fund-raising and educational campaigns are to be conducted by the central organization and it is contemplated that this organization will also conduct sur-

veys and develop standards for volunteer service. The estimated cost for operating the C.S.O. for New York City is \$110,000 per year.

I have provided nothing more than a skeleton sketch of the proposal which will soon come before the people of New York City, but enough has been said, I trust, to indicate that we have here the first statesmanlike plan for bringing the volunteer to a recognized and dignified status as an integral unit in that vast and complex structure of institutions and agencies which symbolizes human welfare in the nation's metropolis. I have no doubt that this concern for the volunteer which has animated the citizens of New York City is to be found in all regions of the country. Practical steps are about to be taken, I believe, throughout the land to, not merely honor, but to make the volunteer an efficient and indispensable ally of the professional. This practical although belated step in democratic strategy precipitates other issues which should be mentioned in conclusion.

The Emergence of the Volunteer as a Genuine Partner in America's Plan for Human Welfare Involves a Variety of New Responsibilities

Thus far I have placed major responsibility for bringing about a true partnership between professionals and volunteers upon the professionals. This emphasis, is, I believe, warranted, but a partnership is a two-way process and it would be an error to presume that the existing mind-set of actual or

potential volunteers is completely prepared for this event. A program of public education is indicated. The basic notion that the volunteer is to cease being an auxiliary and is henceforth to become an integer within the social welfare complex must first of all be publicized. This new arrangement also needs further exposition in terms of the democratic struggle of our time and age. But over and above these general conceptions arises the need for clear pronouncement regarding (a) the precise functions and operations which volunteers will be asked to perform (b) a classification of the varieties of volunteer service, described as job analyses, (c) the personality and equipment required for these various forms of volunteer service, (d) opportunities for the training of volunteers, and (e) the appropriate placement of volunteers with respect to their capacities, inclinations, and their individual talents.

Having disposed of these items, we come next to the question of motivation. What are the primary and secondary incentives which prompt the volunteer to offer his services? Which of the various motivations ranks highest in integrity? Do incentives remain static, or is there a developmental sequence which is either observable or latent and therefore to be stimulated? Assuming that motivations of the professional and of the volunteer differ, in what sense do they converge? These are all questions which must be considered before the desired integration of

volunteer and professional can be achieved. Incidentally, these are questions which should also soon become the object of serious research.

Another responsibility falls upon the professional schools where social workers are trained. If the assumptions scattered throughout this paper are sound, it must be further assumed that the training of volunteers is destined to become an important enterprise. The first temptation of professional educators confronted with this task would probably be to teach volunteers a watered-down version of the material now being taught to professionals. This would constitute a grievous error. The moment we ask "who is to be taught?" it becomes necessary to re-cast the remainder of the pedagogical formula. Education for volunteers requires a different content, a different goal, and perhaps different methods.

My next and final reference to new responsibilities is addressed to the administrators of our public and private health and welfare agencies and institutions. The prolonged debates revolving about the relative superiorities or inferiorities

of public as against private social work are long outdated. The plain truth of the matter seems to reside in the assumption that social welfare in a free society should offer scope for both forms of endeavour. The real issue is, not whether there is room for both public and private social work, but rather whether the two are capable of intimate and wholehearted collaboration. This issue will, I believe, be resolved when volunteers find their new place in the nation's social welfare configuration. And, I further believe that the impetus for this resolution will come from the volunteers themselves. Indeed, it is my belief and my hope that these newly-recognized volunteers will, once their role is made secure, lead social work as a whole along adventurous and democratic pathways. Certainly they will soon see that the present vacuum which exists in the space between public and private welfare agencies is both unhealthy and undemocratic. They will, I believe, teach us new loyalties, not the least of which will be the recognition that a scientific approach to human affairs is entirely compatible with democratic faith.

AN AGENCY that has *behind* it and *with* it a body of informed, interested citizen participants, is an agency that has built wisely its house of community services. That house has its foundation sturdily grounded in the good earth. It has a floor of financial support, windows that let in the light of understanding and the fresh air of public opinion; doors that open easily to many points of view. Yes, and even fellowship around the fireside!

—*To Have and to Hold Volunteers in Community Services.*

Six Day Diary of a Rural Social Worker

ROSEMARY LANSDOWNE

THIS is not a drama of Life in the Field Service. Many episodes more sordid, more startling, more essentially dramatic than those here recorded have slipped into limbo in my period of service with the provincial staff. Perhaps this "diary" should embrace the more soul-chilling of these—sensational sex crime, midnight pursuit of a runaway foster-child, threatened violence by a psychopath. Perhaps the background of time and place should be brushed in with vivid detail—snow and chains in winter, mud and chains in spring; mountain paths bracken-lined and splashed with colour in summer and fall. But what patience would remain for the homely incident, the little things which monopolize the time of the rural social worker? This narrative strives to record the weekly pattern, with attention focussed on two urgent problems—(case material is, of course, disguised)—against a background of routine activity. The saga of Nellie and her baby, and that of Mr. Ancient, though set in the fictitious Devon district, could have been drawn from the files of any of British Columbia's five regions. Let the reader's imagination dictate the detail as he journeys with me Monday through Saturday.

DAY THE FIRST Monday morning blues enhance the drabness of basement offices with barred windows—the converted cell-block, which houses our Social Assistance Branch, the janitor has suggested that a cheery note might be introduced by replacing the limp lace curtain by one of more positive hue, but curtain material has proved as unprocurable as new office space. Fortunately we do not have much time to plumb the depths of this discouragement. At 9.35 a.m. Mrs. Lovick comes in.

Mrs. Lovick's accent is strictly from Lancashire. A short plump-faced woman, she compensates for limited vocabulary by excessive volubility. For some years, Mrs. Lovick states, she has lived next-door to a slatternly Italian woman, Mrs. Fornelli, and has recently been concerned to note that the latter is boarding two children. The old, old story—of children poorly clothed and fed, and left alone for hours. If as described, the situation is serious; but we shall have to visit to determine whether Mrs. Lovick's concern is more for the welfare of the children or for her neighbour's affairs. She is, of course, anxious not to be involved.

At the home of Mrs. Fornelli later in the morning, we have some difficulty effecting an entrance.¹ Mrs. Lovick did not exaggerate the conditions in this home. We are met by the too-familiar odour of accumulated filth, the too-familiar sight of a small girl with straggling hair and clothing, and of a baby, dirty, cold, wet and crying.

Under the B.C. Welfare Institutions Licensing Act, boarding more than one child without a license is illegal. On being apprised of this, Mrs. Fornelli flies into a gesticulating Italian rage. Two thoughts emerge from this explosion of invective: Baby eesa Bad Baby, he cry alla time, and: I get only feefteen dollar mont', I no keep. Ending this outburst, Mrs. Fornelli is all for making physical delivery of the baby forthwith, and is only dissuaded by strenuous application of Basic Concept Number Three.²

This unexpected development bespeaks the need of Urgent Action. We learn the name and address of the older child's mother and make a note to have our Aberdeen worker interview her; but the babe's the thing. Our statistics on Baby are meagre. His mother's name, we learn, is Nellie, surname Bini? and she works in a cafe somewhere in town.

A hopeless quest? Not at all. Lunching briefly, we attack the problem. Post-office, police station, city hall, selective service. Has Anybody Here Seen Nellie is the question of the day; but nobody has. Nothing remains but a cafe-to-cafe canvass and at 2.30 p.m. we find Our Nell. Her last name, we learn, is Bournsey.

Nellie is a slim-built blonde; taciturn and placid-seeming, she reveals a degree of instability and immaturity as the interview progresses. She is anxious to keep the baby, but could find only Mrs. Fornelli to board him at the rate she could afford on her present wages of fifty-five dollars a month. Nellie's perturbation at the news of Mrs. Fornelli's proposed eviction of Baby John is only partially dissipated by the use of Basic Concept Number Five;³ but, with prompting, she tells us her story.

Nellie's parents live in Carville; they know of the baby but are not in a position to take him, and feel he should be placed for adoption. There are no other relatives who might assist in planning for the baby. The putative father? Nellie's reticence on this point disappears when we explain his responsibility, under the Unmarried Parents Act, for doctor and hospital bills and maintenance, and our responsibility to help her obtain this support. Again, the old, old story, this time of ephemeral promises and

¹Which brings to light the need for an analytic article on "How to Establish Rapport while Keeping One Foot in the Door."

²Accepting the client's feelings while not approving his proposed course of action.

³Giving as much reassurance as is valid.

words not matched by deeds. But though the spoken word perishes, the written word remains—and Nellie has kept Bill's letters. She has recently learned that Bill is working at Silver Bay, and would like to have him interviewed.

But meantime, what of Baby John? Since Nellie has no plan to suggest, we tentatively discuss non-ward placement in a foster-home and explain the co-operative basis of this: the Child Welfare Division⁴ to pay the board, clothing and medical expenses, she to remain the child's guardian and continue payments of fifteen dollars monthly to his support. Nellie is fully in accord with this plan. Belatedly, we remember to ask for her Religion? Protestant. Residence? Complicated, but finally emerges as a City of Moberley responsibility under the R. & R. Act.⁵

That means, of course, we shall have to request Moberley to underwrite maintenance before proceeding with plans for foster-home care: but not today. Today we have scant time to dispatch an interim report on the situation to headquarters. O time too swift, O swiftness never ceasing.

DAY THE SECOND Having traversed an uneventful twenty miles, at 9.20 a.m. we are in heated conference with the Moberley municipal clerk. Mr. Barter has doubts that Nellie is a legitimate Moberley responsibility, since she left this municipality two years ago, but when the smoke of battle clears, he has accepted her under Section 4, Subsection 1(a). He also recognized the need for non-ward care, but wants a letter from us to present to the council meeting tonight. Can it be that he too has heard the proverb of the spoken versus the written word? Fortunately, we are able to borrow a stenographer and write the required letter on the instant. Mr. Barter will forward the council's decision tomorrow.

While in Moberley, we visit the Robertsons at Mr. Barter's request, to review their eligibility for Social Allowance, call on Father Morton to obtain a reference on the Young adoption home, and on Dr. Ross to make dental appointments for two foster-children. By 11.45 a.m. we are back in the Crambrook office, in time to read the mail and write-up our daily work-sheet before lunch.

1 p.m. The hammer-blows of Fate. We telephone our Receiving-Home mother to warn her of the probable addition to her already outsize family, only to learn that young Peter has just contracted measles and we cannot place our baby there.

⁴Hereinafter referred to as C.W.D.

⁵An Act to define Residence in Local Areas and the Responsibility of the Crown and of the Municipalities under certain Acts relating to Relief, Health, or Welfare Services. Commonly called the Residence and Responsibility Act.

This calls for hasty evaluation of the local foster-home situation. Work-box cards yield the names of two homes which would be suitable and might be available. We visit. Mrs. Stevens already has two foster-children, but perhaps she could take one more? Mrs. Stevens could not; she feels that a baby would be too tying, as Grace and Donna are both 'teen-age. And while we are here, would we okay their clothing requirements? We do, but Mrs. Stevens agrees the girls can buy their own play-shoes with the money they earn butter-cupping.⁶

But what of a home for Baby John? Even less helpful than Mrs. Stevens is Mrs. Philipps, who is out of town for two weeks. But the hour is always blackest before the dawn of a great inspiration. Would Mrs. Davidson . . . ?

Mrs. Davidson is not an official foster-mother. She is in receipt of Mothers' Allowance for her three children, herself, and a blind husband. A decided houseful, but a crib is not space-consuming.

Last fall, Mrs. Davidson applied to have the house shingled under the Emergency Health Aid Plan, and well I remember attempting to calculate the number of shingles in the roof, given the width of the house, the length of the beam-pole, and the degree of elevation. We finally obtained a shingler's estimate; but in the meantime I came to know Mrs. Davidson quite well. She is the epitome of motherliness, and if she would only take Baby John, perhaps she would mother his mother as well.

3 p.m. MRS. DAVIDSON WILL TAKE BABY JOHN.

With Operation Foster-home successfully completed, we have time to help Mr. Davidson complete his application for Blind Pension. Though he will not have been in Canada twenty years till three months hence, it will take this length of time to establish his eligibility. Mr. Davidson is much more cheerful now than he was last fall. He proudly displays the leather belts and keyrings he is making under the direction of the field representative for C.N.I.B.⁷

Assuring Mrs. Davidson that we will not disrupt her plans for an evening out by bringing Baby John tonight, and that he will be well-supplied with clothing, we return to the office at 4.00 p.m. and dictate a report to C.W.D. on the Davidson home, copy to the Mothers' Allowance Division. The telephone rings: it is Mrs. Fornelli. Amid sentences incoherent and unintelligible, one stands out: If you gonna tak' the Baby, why you not do it and no beata it behind the bush? We gather Baby John must be removed *immediatements*.

⁶To the uninitiated, baby-tending.

⁷The Canadian National Institute for the Blind.

What could one say to her? There are no words that one could say to her. Face-to-face dialogue with Mrs. Fornelli is difficult; telephone conversation is impossible. Weakly, we hang up, and test the horns of this dilemma. Shall we beard the lioness in an attempt to have her keep Baby John at least overnight? Or shall we remove him ex-officio to Mrs. Davidson's, gird our loins and—buttercup?

First things first. A night letter to C.W.D. informing them of recent developments and requesting a return wire. A telephone call to Dr. Carter to arrange an examination for Baby John on the morrow—O happy thought! Dr. Carter suggests hospitalizing the child overnight to make possible a more thorough examination. How readily we acquiesce!

Time only to pick up the layette donated by the Women's Auxiliary, and we catch Nellie coming off shift. Bringing her up-to-date on developments, we drive to Mrs. Fornelli's to pick up Baby John. Amid another scene of sound and fury we wash the wee tike's face, dress him in clean clothes, and bundle him off to the hospital.

DAY THE THIRD

Our 308 Old Age Pensioners will not be visited in this calendar year if emergencies continue to arise at this rate. This morning we shall pull the B.F.'s⁸ for the Lake District, and leave as soon as Baby John is settled. At 9.25 a.m. Mr. Barter telephones; the Council has underwritten maintenance, with the proviso that all possible action be taken to have the father meet his responsibilities.

At 10.30 a.m., The Wire—simple and to the point. "Approve placement Bournsey Baby Davidson home obtain letter municipality have mother sign consent forms"

At 11.00 a.m. we interview Dr. Carter, and are considerably alarmed to hear that Baby John is suffering from dysphagia inflammatoria. We are proportionately relieved when this is interpreted as sore throat. A few days in hospital will be necessary to treat this condition and to regulate his formula.

Any hopes we might have entertained of escaping from Dr. Carter at this point are soon blasted. We wince as he introduces his favourite topic, Mr. Ancient.

Let me introduce you to Mr Ancient. I first crossed verbal swords with this unforgettable character when, calling at his hill-top cabin to complete an O.A. 39,⁹ I was disturbed by his lameness and by the dirt, not to mention the chickens, in the house. A recording a-la-Frank Morgan of this interview would read: "Quietly brushing a luscious Leghorn from my shoulder, and dexterously

⁸Files requiring attention are marked Brought Forward for a specific time or district. Commonly referred to as the B.F. system.

⁹Report form completed annually on all old age pensioners.

catching the egg in midair, I asked the pensioner if he would like to apply for admission to our Provincial Home; but he felt this would leave him both chequeless and chickless."

I left him—what alternative?—to his independent solitude. A neighbour promised to check frequently on his state of health, and several months later telephoned to say Mr. Ancient was really ill. I called and finally persuaded him to accompany me to see Dr. Carter, who recommended his admission to hospital. On the way, I asked, among other statistics, for his religion; after a moment's thought he replied: "Wasn't it Robert Ingersoll who said, All the world's my home and to do good is my religion?"

I looked it up later. It was.

Mr. Ancient is still in the hospital. Two months ago Dr. Carter reported him to be ready for discharge, not to his cabin on the hill, but to a boarding-home. The matter has been officially referred by the hospital to the Provincial Inspector of Hospitals, who has forwarded application forms for the Provincial Home. But to what avail? Now, as on that first memorable occasion, Mr. Ancient refuses to go to the Provincial Home. He wishes only to return to his hill-top home; this the doctor steadfastly refuses to sanction. The resulting stalemate has been theoretically solved, however; Mr. Ancient states he would go to a private boarding-home in this district, could such be found. While we strive frenziedly to realize this happy solution, the hospital misguidedly heckles Dr. Carter, who in turn takes such opportunities as this to importune us.

At 11.40 a.m., mindful of our proposed trip to the Lake District, we finally writhe free. It remains only to notify Nellie and Mrs. Davidson of the change in plans for Baby John, pack briefcase and suitcase, take time out for lunch, and it's Westward Ho.

1.30 p.m. Our ears ringing with Dr. Carter's caustic comments, we call at the Moir Boarding Home; it is still filled to capacity. Mrs. Coulter has clothing requirements to be okayed for several of the pensioner-inmates. "Big John" calls on us to admire his latest glasses from the mail-order catalogue; again we try to persuade him to accept assistance in obtaining them through more orthodox channels, and again persuasion fails.

Two routine O.A. 39's at Vale and a D.B.T.¹⁰ in Salem, and at 4.00 p.m. we arrive in Carville.

We are not amazed when the police telephone as we are registering at the hotel—we have learned to accept as a matter of course the mystic efficacy of the grape-vine. Nor are we startled, after traversing sixty-seven miles, to hear again the name of Bournemouth—we have learned that troubles run, not in threes, but

¹⁰An investigation for the Dependent's Board of Trustees, to determine the eligibility of servicemen's wives to receive supplementary grants.

in families. The police report that Donald Bounsey, age 12, is appearing in Juvenile Court on Friday at 10.30 a.m. on a charge of B.E. & S.¹¹

We visit the Bounsey home, redolent of poverty, hunger, and dirt, but the greatest of these is poverty. Mr. Bounsey is a very casual labourer, away from home a great deal of the time; the total income for his family of seven is \$80 a month. There are certainly no resources here for our Nellie. Mrs. Bounsey is a slight, worn-looking woman, whose problems are many and varied. Her chief concern is Donald, who has been lying and playing truant, and is now involved with the police.

This seems to be the occasion for application of Basic Concept Number Four.¹² We discuss with Mrs. Bounsey the possibility of having Donald examined by our Child Guidance Clinic when it is next in the district; she is agreeable to this suggestion and will attend herself. Perhaps the clinic will be able to tell us also what strength in the mother might be used in working to improve standards in this home.

7 p.m. We meet the public health nurse by appointment to discuss this family. The younger children attending school have a slow-normal I.Q. rating but are well-behaved. The P.H.N. mentions that two of the youngsters require tonsillectomies; after discussion, we decide to ask the G— Service Club to pay for these operations. Mr. Robson, chairman of the welfare committee, is the best person to approach.

We visit Mr. Robson later in the evening; he is interested in the project and will present it to the next general meeting. Unfortunately, Mr. Robson is also chairman of the program committee, and before leaving we have agreed to address their meeting on the fifteenth of next month. What's to become of those 308 O.A. 39's yet to be completed in this calendar year . . .

At least, we do not have to worry about a topic for our address. Carville is climatically ideal for an Old People's Home, and the G— Service Club could do much to get community backing for such a project. I wonder, would we be exceeding our authority if we said that the provincial government would contribute to the construction of such a Home? We must remember to ask J.W.¹³ about this point . . .

DAY THE FOURTH 7 a.m. But soft! what light through yonder window breaks! It is the sun—we could hardly expect blinds in such a makeshift *chambre de nuit*. Forgetting the Carville Apple Blossom

¹¹Breaking, Entering and Stealing.

¹²Utilizing community resources.

¹³J. W. Smith, Regional Supervisor.

Festival, we made no reservations, and have been forced to accept a mattress in the erstwhile dining-room; oak floors and potted palms, but no blinds. Yet shall it profit us, this rude awakening; we shall rise betimes and hit the trail for Silver Bay.

9.30 a.m. Diligent inquiry reveals that our putative father is working at the mill and can best be interviewed at noon-hour, so this morning we shall attend to that urgent D.S.S.O.¹⁴ about which our Carolyn¹⁵ is waxing wroth.

Pte. Ronald Buxley is applying for compassionate discharge on the grounds of his father's ill-health and insufficient income. The truth and nothing but the truth, but not the whole truth. Mr. Buxley has minimal active tuberculosis, and according to the medical report he shows us, should not be working. The only income for this family of three is from his casual earnings; he has not sufficient funds to pay his way to and from the clinic. Talking to Mr. and Mrs. Buxley re their son's application for discharge, we learn that Pte. Ronald Buxley never contributed to his parent's support before his enlistment, and they feel his discharge will benefit them little.

In view of the destitute circumstances of this family and the gravity of the health problem, we register Mr. Buxley for Social Allowance and complete a full home report. Mr. and Mrs. Buxley realize it will take a week or two for their application to receive consideration, but that the allowance, if granted, will include a special tuberculosis allowance to cover extra nourishment and Mr. Buxley's transportation to and from the doctor. They are pathetically grateful.

One O.A. 39, and at noon we call at the mill to interview Bill.

Duly warned, and told of Nellie's claim, he at first protests his own innocence, and then the complicity of others. Methinks he protesteth too much? Finally, confronted with copies of his letters, he "guesses it's him alright," but demurs on being asked to sign agreement forms. When the alternative of court action has been thoroughly discussed, Bill reluctantly signs an agreement to pay fifteen dollars monthly, plus confinement expenses.

The ink is not yet dry when he starts outlining the reasons for not making immediate payment—ill-health, a dependent mother, lack of steady employment. We think of other agreement forms, signed and unkept. We remember his ephemeral promises to our Nell, and his subsequent neglect. We evaluate his plausible, yet evasive manner . . . Now or never, we feel, is the time for the case-work bludgeon, Basic Concept Number One.¹⁶ Assuming

¹⁴Request for report from the District Social Services Officer of the Canadian Army.

¹⁵The Field Staff's affectionate appellation for Miss Carolyn de Wolfe, Supervisor, Temporary War Services.

¹⁶The use of authority in case-work relationships.

our most official mien, we point out the arrears of doctor and hospital bills, the necessity of prompt payment for foster-home care, and finally, very pointedly, our knowledge that yesterday was pay-day at the mill . . .

We collect twenty dollars.

4.00 p.m. There are definite "on" and "off" days in the field service; today we can do no wrong. A few more routine visits and we call on Mr. and Mrs. Haskins at Talon. Mr. Haskins' brother James has been admitted to the mental hospital, and the social service department is requesting a social history. The Haskins appear to be a congenial couple, give information readily, and ask intelligent questions about shock treatment and methods of recreational therapy used at the hospital. They have little hope of James' cure since he is over seventy. Mrs. Haskins mentions that they miss him a great deal, even though he was such a care. Inspiration. Had Mrs. Haskins ever considered boarding elderly persons? Mrs. Haskins hadn't; but Mrs. Haskins would.

Forthwith we complete a boarding-home report. What a time was there! the measuring of windows, the calculating of cubic capacities! We are far behind schedule when we leave, but what of that? We should still reach Carville in time for the show; Gable's back, Garson's got him, and we're going to gaze.

Calling unzestfully at the police station to verify the time of the Bournsey court hearing, we learn that Mrs. Moody telephoned yesterday to request that we visit her before returning to Devon. We do so, although we can do little to help her other than to listen. Mr. Moody is in Winnipeg, and our Family Service Division has requested a Winnipeg social agency to interview him re support. Mrs. Moody finds it difficult to accept the cumbersome machinery involved in inter-provincial affairs, and wants ACTION. We can only explain again the wholly punitive nature of the Criminal Code and the futility of taking legal proceeding under this code until all other methods have been tried.

10.30 a.m. A routine court case. The judge adjourns the case for ten minutes to hear our report on home conditions, and endorses the idea of a Child Guidance Clinic examination for Donald. The case is adjourned *sine die*, Donald being warned and put on probation to his parents, under supervision by our department.

2 D.B.T.'s in Beaver,

2 O.A.P.'s in Vale,

1 D.A.B.¹⁷ in Moir,

And at 4 o'clock we're back.

¹⁷An Investigation for the Dependent's Allowance Board.

4.15 p.m. In the Devon office. That grape-vine again—Mrs. Fraser comes to the office, having heard that we have a baby for adoption. We explain the difference between adoption and foster-home placements and sketch our general adoption policy. Mrs. Fraser would like us to consider her application to adopt a child; we take preliminary statistical information, and tell Mrs. Fraser we will visit her at home in the near future.

4.45 p.m. We telephone Dr. Carter to inquire re our Baby, and cannot resist delighting him by hinting that we MAY have found a home for Mr. Ancient. Baby John is thriving and can be discharged immediately; Dr. Carter mentions en passant that he is on Formula 20-16-1. But how to remember which comes first, the milk or the water.

At 5.00 p.m. we pick up Nell at the cafe (not forgetting to have her sign consent forms). At 5.14 p.m. we pick up Baby John at the hospital (not forgetting to obtain a written copy of his formula). At 5.20 p.m. we deliver both to Mrs. Davidson. Mrs. Davidson is delighted with the baby; Nellie is delighted with Mrs. Davidson, who invited her to stay for supper. At 5.40 p.m. we drive away, relaxing like a successful *deus ex machina*.

There is a quiet satisfaction in Saturday mornings. Perhaps it is the novelty of dealing with tangibles—weekly expense sheets and monthly report forms. Perhaps it is the give-and-take of staff conference, and the comfort derived from problems shared. Perhaps it is the satisfaction of gathering up the tag ends, and the sense of completion . . . The telephone? Thank you. Hello . . . oh, hello, Sgt. Maguire. Top o' the morning to you . . . Who? . . . Mrs. Baker? Yes . . . creating a public disturbance? . . . throwing stones and talking to herself? . . . you are holding her and the child at the police station now? Well I'll be . . . right over . . .

URGENTLY NEEDED: Copies of the following books: *Canada's Unemployment Problem*, by L. Richter et al; and *Social Security and Reconstruction in Canada*, by Harry M. Cassidy. Persons willing to sell their copies of these books are asked to communicate with The Librarian, School of Social Work, University of Toronto, 273 Bloor Street West, Toronto.

Cent ans au Service des Pauvres

LE JUGE THOMAS TREMBLAY,

Conseil Supérieur de la Société Saint-Vincent de Paul du Canada.

LE centenaire de la Société de St-Vincent de Paul au Canada sera célébré les 4, 5 et 6 du mois d'octobre, par de grandes fêtes qui mettront en lumière les progrès remarquables accomplis par cette belle oeuvre de charité durant son premier siècle d'existence.

Québec, comme l'on sait, fut le berceau des conférences qui couvrent aujourd'hui le Canada, de Halifax à Vancouver. Les assises du centenaire rappelleront donc à la mémoire de ses concitoyens et de tous les Canadiens, la vie méritoire du fondateur de la première conférence au Canada, le docteur Joseph Painchaud, fils, l'émule du grand Ozanam en terre d'Améri-que.

Le bien accompli par les conférences de la St-Vincent de Paul et par les nombreux rameaux qui se sont détachés de la Société en donnant naissance à des oeuvres durables, à Québec et dans les autres provinces canadiennes, mérite d'être proclamé en ces temps troublés où la charité chrétienne trouve plus que jamais à s'exercer.

La première conférence canadienne, celle de Notre-Dame de Québec, avait été fondée le 12 novembre 1846. Les noces d'or de la Société donnèrent lieu, en décembre 1896, à des fêtes magnifiques dont les membres les plus anciens ont conservé le souvenir. Rappelons que Frédéric Ozanam fonda la Société à Paris en 1833. Le cen-

tenaire de cet évènement fut célébré à Paris en 1933 et le délégué du Canada aux fêtes de France avait été le regretté commandeur C.-J. Magnan, président du Conseil Supérieur du Canada durant plus de trente ans. Le président actuel du Conseil Supérieur est l'honorable Juge Thomas Tremblay, de la Cour des Sessions de la Paix, à Québec.

Au cours du dernier demi-siècle, les conférences de la Société de St-Vincent de Paul ont dépensé au service des pauvres plus de deux millions de dollars, en secours seulement, dans la seule ville de Québec. Ce résultat illustre bien le travail admirable accompli discrètement chez-nous par les membres de cette société.

On peut se faire une idée des progrès de l'oeuvre à Québec en rappelant que durant les cinquante premières années de son existence, de 1846 à 1896, la St-Vincent de Paul avait distribué aux familles pauvres de notre ville un peu plus de \$500,000. Les dépenses de la Société, dans tout le Canada, furent d'un demi million environ en 1944.

En fondant la première conférence, celle de Notre-Dame de Québec, le 12 novembre 1846, le docteur Joseph Painchaud fils, avait jeté en terre un grain qui s'est développé pour former le puissant arbre de charité étendant aujourd'hui ses rameaux bienfaisants sur tout le Canada.

La Société compte actuellement

48 conférences actives dans notre ville et onze cent vingt-huit membres. Le Conseil Supérieur du Canada a son siège chez nous. On relève deux conseils centraux dans la province, un à Québec et l'autre à Montréal. Sur les vingt-sept conseils particuliers existants au pays, il y en a quatre à Québec, un à Lévis et onze à Montréal, les autres étant repartis dans la province et par tout le Canada. On estime le nombre des conférences actives au pays à plus de trois cents. Dans les soixante pays où s'est développé le mouvement lancé par Ozanam en 1833, on compte environ 15,000 conférences et 250,000 membres.

En 1944, il a été secouru à Québec par la Société masculine 3,232 personnes et le nombre des personnes secourues dans la province cette année-là était de 53,222. L'an dernier, les conférences de Québec même ont dépensé plus de \$40,000 en secours aux pauvres, alors qu'il y a cinquante ans, les dépenses de la Société pour tout le Canada avaient été de \$53,000.

Depuis un siècle, l'objet principal ou plutôt la raison d'être de la Société de St-Vincent de Paul n'a pas varié. Le but et la justification des conférences, aujourd'hui tout comme il y a cent ans, peuvent se résumer comme suit: la sanctification des membres par l'exercice de la charité.

L'évolution qui s'est produite, principalement depuis vingt-cinq ans, a amené les gouvernements à adopter un grand nombre de mesures sociales tendant à relever le niveau des classes et à atténuer une trop grande misère.

On ne connaissait pas, au temps du docteur Joseph Painchaud, fils, et de Frédéric Ozanam, les pensions de vieillesse, l'aide aux mères nécessiteuses, les allocations familiales, l'assurance-chômage. Doit-on en conclure qu'une oeuvre centenaire comme la St-Vincent de Paul n'a plus son utilité de notre temps? Ce serait une grande erreur de le croire. Il y aura toujours des pauvres, des cas de misère que les lois ne pourront prévoir.

A cause de cela, les membres de la Société St-Vincent de Paul pourront toujours travailler efficacement au relèvement du niveau social.

Les conférences se composent uniquement de laïques, comme l'on sait, à l'exception d'un aumônier pour chaque groupement.

La Société de St-Vincent de Paul est une oeuvre de coopération au service des pauvres et de la société et la tâche éminemment patriotique qu'elle accomplit s'inspire d'une pensée surnaturelle.

Depuis le jour lointain déjà où fut fondée la première conférence à Québec de la Société de St-Vincent de Paul, plusieurs oeuvres sont nées dans notre ville sous l'impulsion des membres de cette association charitable.

Quelques-unes de ces oeuvres sont aujourd'hui indépendantes de la Société, mais elles constituent en quelque sorte le prolongement du travail de la société. Nos lecteurs seront sans doute intéressés de connaître les oeuvres créées par la société. En voici une liste incomplète en ce qui concerne la ville de Québec seulement:

La Caisse d'Economie de Notre-

Dame de Québec, devenue la Banque d'Economie, l'Asile du Bon Pasteur de Québec, la prison pour les femmes confiée aux religieuses du Bon Pasteur, le Patronage St-Vincent de Paul de la côte d'Abraham, le Patronage Laval, le comité de l'Oeuvre des Sourds-Muets, le Club des Marins catholiques, le Secrétariat des Familles, etc.

D'autres oeuvres de la Société de St-Vincent de Paul ont également rendu des services signalés aux pauvres de la ville et de la région avant de disparaître, ainsi l'Oeuvre de l'Hospitalité de Nuit, le Chez-Nous du Soldat (qui fit beaucoup de bien durant la guerre 1914-1918), l'Oeuvre des Vocations sacerdotales, et nous en oublions sûrement.

Parmi les oeuvres plus récentes qui rendent des services signalés aux pauvres familles, mentionnons la St-Vincent de Paul féminine, dont le siège est à Bologne et qui fut établie à Québec il y a douze ans, à la suite des démarches du président du Conseil Supérieur de la St-Vincent de Paul du temps, feu M. le commandeur C.-J. Magnan. Les conférences féminines collaborent avec les conférences des hommes et des jeunes gens et elles complètent, au foyer du pauvre, le travail de secours des conférenciers qui porte principalement sur le soin du logement, des vivres et du chauffage.

Voilà en résumé les principales activités de la Société à Québec même. Montréal compte une centaine de conférences et de nombreuses oeuvres tout aussi vivantes qui doivent leur existence à la Société et qui accomplissent un

bien immense. Mentionnons entre autres: Le Grenier du Pauvre, la Villa Saint-Vincent, le Patronage St-Vincent de Paul de Montréal, le Refuge de la Merci, la Retraite des Gueux, etc. Les autres conférences de la province, celles d'Ottawa et de Toronto, et les conférences des autres provinces rivalisent également entre elles, animées de l'esprit de charité du fondateur Ozanam.

A Montréal, l'honorable Juge Arthur Laramée a recueilli la succession de J.-A. Julien à la présidence du Conseil Central, l'ami par excellence des pauvres. Aux Trois-Rivières, l'honorable Juge Léon Lajoie préside le Conseil particulier à la place de feu le Sénateur Charles Bourgeois. Le Sénateur Cyrille Vaillancourt, président de la Fédération des Caisses populaires, est président du Conseil particulier de Lévis.

En terminant, répétons avec Robert Rumilly, dans le beau livre qu'il vient d'écrire sur la St-Vincent de Paul au Canada, "La plus riche Aumône"; qu'il y aura toujours des cas individuels de misère échappant à l'action des lois sociales et "que nous serons bien contents, alors, d'avoir parmi nous de ces gens du métier, formés tout bonnement à l'école de la charité, de la charité chrétienne et sanctifiante. Les confrères de St-Vincent de Paul réussissent et réussiront, en vérité, mieux que les philanthropes, les altruistes et les humanitaires, parce qu'ils répandent des grâces en même temps que du bien-être, et parce qu'eux seuls ont percé le grand secret, à savoir que la plus riche aumône, ce sont les pauvres qui nous la font".

Newfoundland Politics and Social Welfare Interests

LOUISE WHITEWAY

In this survey of Newfoundland's political situation and its possible bearing on social welfare in that country, Dr. Whiteway takes for granted the reader's familiarity with the article "Social Welfare in Newfoundland" by Dr. H. L. Pottle which appeared in the July, 1945 issue of CANADIAN WELFARE. Dr. Whiteway writes not as a political or social welfare expert but as an interested bystander by reason of six generations of Newfoundland ancestry.

CANADIAN readers who may be hazy about recent political events, are reminded that a Convention of forty-six members convened on September 11th in the reconstituted House of Assembly at St. John's, "to consider and discuss amongst themselves as elected representatives of the Newfoundland people, the changes that have taken place in the financial and economic situation of the Island since 1934, and bearing in mind the extent to which the high revenues of recent years have been due to wartime conditions, to examine the position of the country, and to make recommendations to His Majesty's Government as to possible forms of future Government to be put before the people at a national referendum."

The Convention delegates were elected by popular vote of Newfoundland and Labrador (for the Labrador vote a customs cutter, the *Marvita*, was used as a floating booth room, calling at thirty-six ports). The Convention does not govern but is called together rather as an investigatory and judicial body within the terms of reference outlined above.

Since 1934 Newfoundland has had Government by Commission (three Englishmen, three Newfoundlanders) which succeeded a Responsible Government dating from 1855 that voluntarily abrogated in consequence of the report (1933) of a Royal Commission (the Amulree Commission) appointed at the request of the Newfoundland Government to look into Newfoundland's then desperate financial situation. Responsible Government having been surrendered, the United Kingdom came to Newfoundland's assistance with financial aid, the understanding being that when the country was again self-supporting, Responsible Government, on request of the people of Newfoundland, would be restored.

The Convention is now met to determine if possible whether the country has become or is capable of becoming self-supporting, to explore a variety of possibilities of political action in order to locate the form of government best suited to the country and then to make its recommendations as stated. The Convention has settled down to an immediate preparatory task of

getting at the facts of operation of the country's economy in recent years. After meeting some ten days in open session the Convention resolved itself into a Steering Committee with nine subsidiary committees covering the chief areas of investigation. Reports in the press and occasional open assemblies keep the public informed of its progress.

Of the choices open to decision, Responsible Government, continuation of Commission Government, revised perhaps to include a greater degree of local control, Confederation with Canada, or, more remote contingency, with the United States, or possibly some modification of these, in the absence of greater light than we now have, it might conceivably be that an honest endeavour along any one of the proposed directions would be almost equally rewarding to Newfoundland as a whole, or it might be that some one solution would pay much higher dividends all round than any other, or again, it might take some solution as yet uninvented, some Grundtvig yet unborn to unlock the peculiar genius, small or great, of the place Newfoundland. Who is in a position to say? In any event, genuine success for Newfoundland would necessarily spell success for social welfare interests though the development would naturally take different lines in the different governmental contexts.

Under Responsible Government social welfare success as measured by the institution of really modern standards of living according to

Western ideas would almost certainly be deferred. The Newfoundland people would probably have to accept lower living standards than even the too inadequate ones of today, but if they did this with open eyes in a determined effort to make both ends meet, if under Responsible Government such a national consciousness was or could be aroused as would challenge and overcome all obstacles then no limits could be set to the result, and much more than financial security would have been achieved. But what guarantee is discernible in the present situation, if indeed any present situation anywhere anytime ever does contain clear guarantees of such a future, that a choice of Responsible Government would achieve this sort of real success, strongest because internal? Under more external controls as with Commission Government or Confederation with Canada an approximation to present standards of living would almost certainly be continued, and since these still leave much to be desired, the already existing policy of progress towards better standards would also be continued in future policy-making.

The determination of policies, the whole question of decision-making in life where we sometimes experience 'lucky breaks', sometimes find that 'The best laid schemes o' mice an' men gang aft a-gley', the thus far unforeseen and unpredictable operation of events set in motion by any decision renders this area of human action one of the most interesting

and exciting if one of the least amenable to scientific controls. All planning is not, however, thereby invalidated. The world trend towards planning is without doubt on the right track, even if our preoccupation with data derived from present and past is likely to outweigh more intangible and unmanageable but no less formative and determining 'facts' of the unrealized future. 'Risk', 'chance', 'probability', 'enterprise', 'vision', 'constructive imagination' and the like are current coin with those who 'count on' and would cooperate with the future.

It may be well to look at the Newfoundland problem in broadest perspective before attention is focussed on existing data, largely economic, which latter will in all probability, in the absence of clearer ideas of other controls, dominate the thinking of the Convention. The wider setting essential for the Convention is an instrument designed to reach into the future as well as to assess the past in order to recommend the most appropriate choice or choices of government for Newfoundland. Indeed it is probable that the soundest outreach into the future is dependent on deepest plumbing of the past. If so, then the more thorough the work of the Convention the longer will be its foresight, and the deeper its intuitive wisdom concerning the realities of the political situation. Past and future elements will then fuse in a constructive decision that will effectively guide present events to a happier issue.

Off to a good start, in serious responsible fashion, the Convention has however, to prove its worth, its ability to suggest to Newfoundland a constitution that will resolve most problems, that will generate the best light for future action. The Convention has yet to demonstrate its ability to arrive at a decision that will 'belong', that will have arisen out of conditions set by past history, economic and otherwise, by the psychology of the people, and by the social outlook of the twentieth century. A sound decision will take due account of as many as possible pertinent factors in their proper proportion, though rooted in the national history will be a function of the international situation as well, will most completely express the spirit of Newfoundland or elicit such a spirit if it is not already in being.

Believing as I do that the method conditions the result in a far-reaching way, that the sounder the method the sounder the decision, I cannot but keep one eye on the method which the Convention's deliberations and actions will incorporate. And since planning the world over involves outreach into the future, appraisal of past experience, evaluation and reevaluation before even tentative choices can be forecast, Newfoundland in search of a constitution may be thought of as a piece of social engineering, Newfoundland itself as a social laboratory of interest to more than Newfoundlanders themselves.

So little is known about planning for society* that every new attempt can inform and instruct in its failures as well as in its successes. Many strategic factors enter into the total picture which, if ignored or taken for granted, if either slighted or overemphasized, will weaken and falsify the final decision. It was "proved conclusively" in a series of letters in the Newfoundland daily press some months ago through an imposing array of facts and figures that nothing but good could come to Newfoundland of Confederation with Canada but any reader of history would be entitled to feel, even if he couldn't prove, that the logic of events working out at a much deeper level than belongs to the comparatively superficial level of reasoning from statistics, might utterly rout and put to flight the neatly marshalled "impossible to doubt" arguments. Bearing in mind that we need to let a much broader range of facts, even different orders of facts, psychological and social as well as physical, have full play towards a genuine decision (which still conceivably might be Confederation with Canada) let us regard the Newfoundland situation in closer perspective.

Whether right or wrong, it is easy to agree with those students of Newfoundland affairs¹ who state that Newfoundland's basic problems are economic. The most su-

perficial survey will disclose a small, on the whole, barren island the social and economic history of which over centuries has been determined and deeply conditioned by the nature of its chief resource, the fisheries, which of necessity meant a thin population spread over six thousand miles of coastline, giving rise to some fourteen hundred communities of elementary social structure. The situation presents consequently almost insurmountable problems for a central government supported by little or no local control as it seeks to administer communications, transportation, distribution, education, public health and welfare, all the services to which a modern progressive people feel entitled today.

The physical difficulties are sufficiently challenging in themselves but appear wellnigh insuperable when it is reflected that the money for financing this tremendous undertaking is expected to come from a comparatively unproductive country, a country which in the matter of both imports and exports is highly dependent on other countries, rendering its economy the reverse of self-sufficient, a country basically unstable since it is so 'vulnerable to external shocks and suffering from lack of diversity'¹. Not only has Newfoundland an economy of 'low productivity and hence low taxable capacity'¹ but all its too few industries are dependent on foreign markets over which Newfoundland has little or no control. This unproductive economy has had to be reconciled

*This emphasis throughout the article is derived from the author's thesis, *Scientific Method and the Conditions of Social Intelligence*, 1943, Dicks & Co., St. John's, Newfoundland, \$2.50.

¹R. A. MacKay, (Editor), *Newfoundland, Economic, Diplomatic and Strategic Studies*. Toronto, Oxford University Press, 1946.

with the 'functioning of a modern central government with responsibilities to its constituents far beyond its material resource.* Understandably the long-run trend ran towards annual budget deficits, covered for a time by repeated borrowing, with a rapidly mounting national debt until Responsible Government was voluntarily surrendered as the only alternative to default, and the era of Commission Government (1934) set in.

We must bear in mind that although Newfoundland experienced a war boom and now has upwards of thirty millions of a surplus (earmarked for post-war reconstruction) this circumstance is beside the point, a temporary shot in the arm, so to speak, not in any way to be regarded as symptomatic of a trend. Yet it would seem that could Newfoundland cut costs of production, improve the quality of products, could the tax burden be shifted from imports taxes to taxes on income to a larger extent, could fullest utilization be secured of economic resources, could more production be achieved within the country of consumer goods and services, and, at the same time were the international marketing situation more stable because better articulated within itself and in relation to Newfoundland, then might there be solid ground for hope. The solution of Responsible Government is not academic only. The

MacKay studies¹ referred to as well as the recently expressed point of view of Ira Wild,² the retiring Hon. Commissioner for Finance, suggests that with careful planning Responsible Government might yet be achieved on a sound economic basis. Should of course in addition any new resources be discovered, any new techniques be put to work advantageously, should more be made of Newfoundland's strategic position in aviation, or more come of her key position in North American and North Atlantic security, then Newfoundland would be well away.

We must bear in mind, too, that the long-needed overdue social welfare program that was initiated by the Commission of Government in line with the recommendations of the Amulree Report, the Report of the Newfoundland Royal Commission of 1933, was financed with the help first of the United Kingdom and secondly through the adventitious assistance of the war boom situation. Progress here did not grow out of, was not based on, or likely to add in a financial way to a sound national economy. Remember, too, that such vitally needed services in perpetuating themselves should rightly expand which will lead to yet more severe strains on the normal national economy, an economy which could never have contemplated for Newfoundland projects on the new scale in the first place. It seems clear that national productivity must be increased if Newfoundland is to provide any sound basis for social welfare interests in the future.

²Thomas Lodge, *Dictatorship in Newfoundland*. London, Cassell, 1939.

¹R. A. MacKay, (Editor), *Newfoundland, Economic, Diplomatic and Strategic Studies*. Toronto, Oxford University Press, 1946.

²Ira Wild, "Review of Newfoundland's Financial Position", *St. John's Daily News*, September 21, 1946.

Whatever the form of government decided upon eventually, it is fairly evident that the trend toward improved standards of living, improved social services of all kinds will not be denied though it may be delayed. The Convention sees its first task as the finding out and deciding whether or not Newfoundland is or can be made self-supporting, then which form of government can best forward this end. Individual members have been putting themselves on record to this effect. The future standard of living bulks largely in Convention thinking and will have full weight in its deliberations. Social welfare interests are very sure to be to the fore in the considerations that enter into the choice of form of government.

Since no one has a corner on the forecasting process, since the experts' best estimates are frequently out, even a bystander may, without much apology, venture on a few generalizations and guesses in almost any social field, after a homely process of having mulled over relevant data, keeping the most pressing problems uppermost, weighing this against that, seeking to include all important values, finally putting the whole situation into the melting pot of such mind and experience as he or she may possess. Since so often we find in some new phase of experience that difficulties anticipated do not 'come off', that, on the contrary, it is frequently quite unforeseen obstacles that 'crop up', since so often 'it is the unexpected which happens', clearly, even Convention

members though in more dramatic setting can proceed only along much the same lines, favoured however in range and availability of source material, by more thorough immersion in the data and because the existing political problem is their appointed task in a very special way. We will hope that many heads are better than one, that the representative points of view will in time find their focus in a truly integral conclusion, and that the results of Convention procedures may uphold and enhance the democratic techniques of conference and discussion to the point that the method used will be worthy of closest study and investigation.

It is "Watchman, what of the Newfoundland night?" and in the absence of modern meteorological instruments for forecasting social weather, our watchmen even as those of the eighteenth century pretty well stop short with empirical observation of the existing situation based on what they can immediately take in of tangible, concrete phenomena, their vision largely unextended by instruments (except possibly statistics), largely unaided by principles that penetrate appearances to the deeper uniformities beneath, on which sounder bases we might expect lengthened reach into the future with more reliable prediction illuminating the path of action.

It seems clear to this watchman that the Convention is minded to put basic welfare considerations ahead of form of government, the vital interests of the people ahead

of considerations of prestige, historical tradition, patriotic inclination or other relatively external points. Whatever form of government is best calculated to forward those basic interests, it is understood, will be recommended by the Convention for the people's choice. Again, it is reasonably clear that a sound economy is being sought in which sound administration of public services will be supported by adequate foreseeable resources. Another emphasis is the promoting of greater local control than has obtained under Commission of Government.

But it is hard to say how much weight will be attached to the point that although Newfoundland's collapse was primarily economic in origin, the road back need not be exclusively economic, or how much the psychological factors involved can be depended upon in such reckoning. Can this government or that be better depended upon to frame and administer policies that will reckon as would be desirable on the potential of the people as well as balance economic need against all possible resources? Who is going to ask which form of government will be strongest not merely to set Newfoundland on its economic feet again but strongest to usher in a sound economy from psychological and social as well as financial points of view? It might happen that one form of government would conceivably promise most from a purely economic standpoint, while another might promise more from

a longer-run point of view. How combine the values of both?

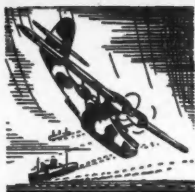
This home-made weather bureau, attempting to forecast the prospects for social interests, for the time being waives considerations entering into the choice of government to glance at the outlook for social service interests under the alternatives generally taken to be open to decision. It suggests that under a revised Commission of Government there would probably be continuation of present social services administered in rather centralized fashion, with a stronger or weaker flavour of paternalism as outside aid might or might not have to be requisitioned. The growing powers of local control, at present indicated by the presence of co-operatives and some ten or a dozen local councils, might find it hard going to maintain and cultivate local initiative when the central government was looked to as source for so much, reinforcing an already existing predisposition, rooted in past history, of Newfoundlanders to depend overmuch on government action. There would possibly be a fairly unified program with some continuity of policy, at the price perhaps of a leaning towards the evils of dictatorship and lack of internal self-sourced activity. Social welfare groups are left to articulate for themselves in more detail the probable lines of development, the virtues and defects of social services administered in such a context.

Under Responsible Government, if we could suppose that solution to be the people's eventual choice (the modern trend towards democracy would cherish self-government as eventual if not proximate aim) and if we could assume on the part of the new government and the country a robust determination to 'go it on their own' we might hope for the greater drive that genuine self-responsibility generates. We could hope for perhaps corresponding interest and increase in local control throughout the country, but life would be very real, very earnest when its continuance depended upon balancing the budget without outside help. Social services would almost certainly be cut to the bone for a long time to come. Moreover, under the usual party system, if earlier patterns reasserted themselves, social services would experience stormy weather; probably changes of policy and personnel with change of government could be forecast, with the more aggressive and insistent groups at all times claiming and getting more than their share of such slender goods as were available. Social welfare would very possibly be subordinated to the form of government. Details of social welfare development in this context can again be imagined by those interested.

Confederation with Canada might be regarded as a rather more remote issue since only a fully constituted Newfoundland Government could properly deal with

that issue, but granted an eventual federation, whether as a tenth province or in a Maritimes Union, Newfoundland would experience considerable reshuffling of economic factors. The large customs revenue would, of course, be drastically reduced and what was left be transferred to the Dominion account in any case, rendering budget problems still more of a predicament. Newfoundland fisheries would be competing with those of Canada but Newfoundland might achieve greater bargaining power in world markets and eventually a more stable economy. In a Canadian context, Newfoundland's strategic importance might be turned to good account likewise. Some social welfare functions would be transferred to Dominion administration but much would be left for local autonomy. Immediate Federal grants, however, would probably be necessary to guarantee continuance of the present level of social services and some approximation to the Maritimes standard might in time be attained.

But what about the logic of events that so often defies the best founded speculation? What relation will the thinking in this article bear to the future when it shall have become the present? Let us hope that events will be much more favourable to Newfoundland than the most promising forecasts that can be projected from the vantage ground of today.



ACROSS CANADA

Public Welfare

Quebec has established a long awaited Department of Social Welfare and Youth with the Honourable Paul Sauve as Minister and Mr. Gustave Poisson, K.C., as Deputy Minister. Although many starts have been made along these lines over the past ten years, legislation such as the Duplessis Regime Act of 1937 providing for Social Welfare Courts and the Godbout Child Protection Act of 1944 were never proclaimed. With the creation of the new department we can look forward to the enactment of necessary legislation and its practical implementation.

The financial load of institutions in Quebec has been relieved by a recent overall increase in rates paid by the Quebec Public Charities Administration.

A new emphasis to Public Welfare Administration in British Columbia has been given by the release of the regulations to the Social Assistance Act. All municipalities now participate in financing the actual administration of the social services, the larger cities being required to provide their own staffs. The division of costs between Province and Municipalities places the greatest burden on the Province, which demands in return that standards of assistance granted, services given and personnel employed, follow the pattern maintained in the Provincial Welfare Department.

This Department, by the way, which has stressed "amalgamation" since 1942 when separate visiting staffs came together under one administration, has a new slogan, "decentralization". This month the supervisors move to the rural district offices to give generalized family case work supervision to the workers in place of costly time-consuming supervision by correspondence.

Penal Reform General R. G. Gibson, the recently appointed Commissioner, has been presented with a brief on this subject by the Manitoba Prisoners' Aid Association and the Winnipeg Council of Social Agencies.

The need for penal reform is a matter of great interest in the Province of Quebec and the Montreal Penal Reform Committee has recently been organized to coordinate work in this area and plans are now under way for an active promotion program.

More Social Workers The spring Convocation at U.B.C. this year awarded some thirty-nine students the Bachelor of Social Work degree. The largest post-graduate class on the campus, The Department of Social Work, will next year prepare students for the Master of Social Work degree, the first to be awarded by a Canadian University.

The Manitoba School of Social Work reports the addition of two unit supervisors and extra instruction staff which will permit an en-

rolment increase of about fifty per cent. Next summer the school will graduate some thirty-three diploma holders.

Recreation The first week in September was "Recreation Week" in Edmonton. Sponsored by the Civic Recreation Commission in co-operation with all groups engaged in any phase of recreation, seventy-five events were scheduled including a pageant and festival. Hobbema and Brightview Indians were part of the cast and patients at the Veterans Hospital built the background which depicted old Fort Edmonton.

Quebec tells of a growing trend on the part of municipal playgrounds to secure trained leadership, and anticipates the establishment of a Provincial Physical Fitness Program to take the place of the National program.

The civic authorities in Winnipeg have recognized the need for organized recreation with the appointment of C. A. Barbour as Director, and the placing of facilities of schools and park grounds at his disposal. Conflicting opinions, representations and much debate are evidence of public interest but the project is receiving unqualified and generous community support.

Education "Bookmobiles" plying the highways north and west from Grande Prairie will bring for the first time to thousands of settlers in this remote section of Alberta, the companionship of books—if well-advanced plans of the Cultural Activities Branch of the Provincial Department of Eco-

nomie Affairs materializes as expected. If this experiment proves successful the Department plans similarly to assist other isolated districts throughout the Province and to expand the service to include music, art, drama, handicrafts and physical education.

New Brunswick is developing the regional school system. Modern and well-equipped, the new schools, which are manned by well-trained staffs, are bringing educational opportunities to rural youth once reserved almost exclusively for those living in urban communities.

Job Placement People who feel that there is more to placement of the unemployed than meets the eye, will be interested to know that the Unemployment Insurance Commission has established two new Advisory Committees for the Montreal District. One of these is on Youth Placement and the other on Guidance for the Handicapped.

Psychiatric Services The Mental Hygiene Institute of Montreal and the Montreal Council of Social Agencies co-operated in organizing a public meeting to consider the need for a community program for the mentally handicapped at the time of the 70th annual meeting of the American Association on Mental Deficiency. The Council of Social Agencies has had a committee working on this problem for some time and there are hopes that an institution for non-Roman Catholic educable, feeble-minded children may soon be realized.

Psychiatric services in British Columbia are expanding with returning psychiatrists and therapists giving wider treatment to hospital patients, with staff education greatly stepped-up and with clinical services expanding to cover a great part of the Province.

Child Care Contending that certain functions now performed by chartered Children's Aid Societies are public in character and therefore merit provincial support, the Manitoba Association of Children's Aid Societies are presenting their claim to the Provincial Government. Their brief, the result of months of study, will state the grounds for their contention, define the areas of public and private responsibility and suggest formulae for determining standards and costs of service.

Institutional service is being surveyed by the Council of Social Agencies at the request of the Greater Winnipeg Community Chest. Recommendations are expected based upon present facilities and how they meet present needs, and may be developed for future ones.

The health and welfare of children is being emphasized by New Brunswick through nutrition surveys and monthly child welfare conferences co-operated in by the Provincial Department of Health and the Provincial Child Welfare Department.

Mergers An accomplished fact is the amalgamation of Vancouver's Community Chest and Welfare Council under a merged

Board of Directors and one Executive Director. The new constitution which sets up two major sections—Finance and Welfare—with appropriate Divisions within each, also a Budget Committee, creates an organization to be known as the Community Chest and Council of Greater Vancouver.

Pending are two other mergers, one involving two child care institutions in Montreal and the other the London Community Chest and Council of Social Agencies.

Alcoholism The Province of Alberta is allowing Alcoholics Anonymous the use of a house it owns in Edmonton for the development of its work. Rent is one dollar per annum.

Provincial Legislation Ontario is adding to its program with progressive social legislation.

Day nurseries have now been established on a permanent basis by the passing of "An Act Respecting Day Nurseries". Provided the municipality assumes responsibility for the efficient and satisfactory operation of a nursery, the Province will contribute 50% of the cost of operation. Sixteen nurseries have already qualified under the Act.

Family cases before the Court where the welfare or paternity of children is concerned will be assisted by the recent amendment to the Evidence Act (Ontario), which permits a husband or wife to give evidence regarding non-access.

The Charitable Institutions Act, in the past, applied only to those institutions receiving a government grant. Under a recent amendment

to the Act, no charitable institution may be established in the Province until it has been declared a charitable institution by the Lieutenant-Governor-in-Council. This makes possible the utilization of this Act with other such institutions, whether they receive a government grant or not.

In the past, the deserted wife did not qualify for assistance under the Mothers' Allowances Act until she had been deserted for a period of three years. Under a new amend-

ment to the Mothers' Allowances Act, this period of time has been reduced to one year. A further amendment permits the continuation of the allowance in respect to the child who is attending school—"until the conclusion of the school year, unless the child sooner ceases to attend school". In certain cases, this will mean the extension of Mothers' Allowance for a period of several months thus giving the child an opportunity to complete an additional year's education.

UNITED KINGDOM FAMILY ALLOWANCES

ON August 6th, United Kingdom families began receiving an allowance of 5s (£1) weekly from the Government for each child, after the first, who is under the age of sixteen.

This is the first implementation of the United Kingdom Government's comprehensive program of social security which will, in addition, give insurance benefits in case of sickness, unemployment, retirement, maternity, widowhood, and death, and will allow workmen's industrial injury insurance. Another aspect of the social security program is the National Health Bill, which offers the sick free hospitalisation, doctor's and dentist's care, medicine and other services. In addition, there are supplementary welfare projects.

The sum allotted under the Act is not intended to support a child, but merely to assist a family, in conjunction with the other benefits mentioned, to care for its offspring.

This Act differs from the National Insurance Bill in that no money will be contributed by the families in order to obtain the allowance. All families living in Britain will be entitled to the allotments, even those not of British nationality, providing they have lived in the country for three out of the four preceding years.

Every child under sixteen, except the oldest, is eligible for the allowance as long as he is in school, college, or university, or while he is an apprentice. It has been estimated that about 4,500,000 children will be entitled to the benefit.

During the past four months, posters have urged parents to make their claims, in order that the allowances might be started promptly on August 6th. Out of an anticipated 2,600,000 claimants, over 2,000,000 families have so far filed for the benefits, which will be paid to the mothers of the families. On July 13th, Mr. James Griffith, Minister of National Insurance said that beginning August 6th, £1,000,000 (\$4,000,000) weekly would be paid to United Kingdom mothers. He added that the largest sum would be paid to a resident of Tynant Beddau, Wales, who had twelve eligible children, and who would receive an allowance of £3 (\$12) every week.

—*Monthly Commentary of United Kingdom Information Office, Ottawa, September, 1946.*

Tribute to a Pioneer

WITH the seven schools of social work in Canada beginning a new season's teaching program, augmented by the resources made available through the \$100,000 grant from the Dominion Government, *WELFARE* takes this opportunity to pay tribute to one of the leaders in professional education, the late Dr. E. J. Urwick, Emeritus Professor of Political Economy at the University of Toronto, who died in 1945.

We quote from a biographical statement prepared by Dr. Harry Cassidy and adopted by the Senate of the University of Toronto shortly after his death.

"Professor Urwick had had a distinguished career in England before coming to Canada in 1924 when, almost literally, a second career began which in itself was sufficient to qualify him for eminence. He was born in Cheshire, England, in 1867, the son of a leading Congregational minister, Dr. William Urwick. From Uppingham Public School he went to Oxford, where he took a first class degree in 1890 and his M.A. in 1892. From 1899 to 1902 he was subwarden of Toynbee Hall in London where he gained first-hand experience of social problems, of social work, and of movements of social reform. Academic training and practical experience combined to provide him with admirable equipment for a succession of academic posts. Professor of Economic Science in King's College, Director of the

London School of Sociology (1902-1910), Professor of Social Philosophy in the University of London (1912-1922), and President of Morley Memorial College. His interest in practical measures of social reform and welfare administration continued, and he served as a poor law guardian, as a member of the Port of London Immigration Board, and in other capacities. He engaged also in research and writing.

"Thus Professor Urwick had had a full and significant career by the time he arrived in Toronto at the age of fifty-seven. But he was not content to retire from his profession and he was prevailed upon by Professor R. M. MacIver to undertake lectures in the Department of Political Economy. In 1927, on Professor MacIver's retirement from the headship of the Department, Professor Urwick accepted an appointment as his successor—modestly informing his friends that this was obviously an interim arrangement for a short space of time pending the selection of a younger man. Concurrently he took over the headship of the Department of Social Service, which was vacant because of the illness of Professor J. A. Dale. Thus circumstances conspired for him to undertake two academic positions, each of them heavy and responsible enough to tax the energies of a man in his prime; and as things turned out he carried them for the next ten years.

"In the later years of the 1920's conditions were ripe for considerable expansion in the fields of social science and social work. Professor Urwick was responsible for the addition of a number of promising men and women to the staff of the two departments over which he presided. The years have vindicated the wisdom of his choices. He exercised a vigorous and effective influence upon the curriculum of the University. The first-year honours program in social and philosophical studies, the course in sociology, the graduate program in public administration, and the development of the graduate work in political economy leading to the Ph.D. were all initiated under his direction. The growth of the Department of Political Economy into what is virtually a Department of Social Science embracing the three major fields of economics, politics, and sociology (as well as commerce and finance) was due in great measure to his efforts. To the Department of Social Science (now the School of Social Work) he brought a firm conviction that social work must be grounded in the social sciences, and he stood steadfastly against the temptation to meet urgent demands from the community for social workers trained only in 'techniques' and 'tricks of the trade'.

"Research and scholarly writing continued to interest him, in spite of the fact that he carried a heavy teaching load and much administrative work. During his years at Toronto he turned out many papers, articles, and reviews. In addition he did much to assist and

encourage research. He was one of those who initiated the Canadian Journal of Economics and Political Science (1935); the Unemployment Research Committee of Ontario (1930); and the Lieutenant-Governor's Committee on Housing Conditions in Toronto (1934), of which he was vice-chairman.

"In spite of these various duties and interests he carried over from England his enthusiasm for practical measures of social reform. After the report of the Lieutenant-Governor's Committee on Housing Conditions was prepared in 1934 he took the lead in organizing the Citizen's Housing Association to bring home to the people the need for slum clearance and housing reform. He also played an important part in the formation of the Toronto Welfare Council in 1937, of which he served as chairman for a time. He served for years on the board of the University Settlement, he was an active member of the Canadian Association of Social Workers, and he prepared and presented to the Rowell-Sirois Commission an outstanding brief on social welfare in behalf of this organization. Welfare organizations and agencies of all sorts were constantly pressing him for assistance with their projects, and he devoted an enormous amount of his time to such activities.

"No impersonal record of his achievements would suffice to give a true picture of the significance of Professor Urwick's work. It was not alone what he did but how he did it that counted, for he had such qualities of personal kindness, of integrity, of industry, of youthful

enthusiasm, of vitality, and of idealism as to inspire affection and respect on the part of all who came to know him. His influence was particularly great upon his younger colleagues and upon his students. They were stimulated intellectually by their association with him and even more their own lives were enriched by association with one who was the walking embodiment of the good life of which he had written as a philosopher.

"Essentially he was a philosopher. Running through most of his activities was the integrating thread

of his search for the 'social good', the title of his last book. He was impatient of acquisition and other forms of personal selfishness. He cared little for money, or place, or position. He sought to lead a good life himself and to suggest to others how to achieve the same goal. He was a great teacher, a great scholar, a great man of practical affairs, and a great human being. His work lives on in the thousands who were influenced by his teaching and his example and in his practical contributions towards better social life in Canada."

BOOK



REVIEW

ELEMENTARY PSYCHOLOGY, by Karl S. Bernhardt, M.A., Ph.D. The Life Underwriters' Association of Canada, 159 Bay Street, Toronto. 1943. 300 pp. Price \$2.25.

This book is a new and revised edition of the author's 'Introduction to Psychology' published in 1934. It contains in great part the substance of Professor Bernhardt's extension lectures in psychology at the University of Toronto and has been recommended to their candidates as a text for study by the Institute of Chartered Life Underwriters of Canada; The Canadian Credit Institute, and the International Accountants and Executives Corporation of Canada.

The increasing popularity of courses in elementary psychology together with the growing demand

for simple and interesting books on the subject places a heavy responsibility upon the academic psychologist. There is a tendency for the lay public to turn towards psychology as to a cult, seeking there a touchstone to conduct and a painless short-cut to happy living. The psychologist knows how often attempts to popularize his subject have resulted in a conglomeration of elements of old-wives' wisdom, of merit no doubt in themselves, yet lacking true scientific support and real precision of expression. He knows too how valueless the written word must be in deeply influencing the springs of human conduct.

Dr. Bernhardt has set out with the professed intention of avoiding the merely entertaining aspects of his subject and of presenting it

from a simple yet scientific standpoint. In this he has been to some extent successful, yet to the reader it is soon apparent that different chapters have been presented from quite different standpoints. Certain of the chapters, e.g. those dealing with Intelligence Testing, with Feelings and Emotions, and with Learning fall truly into the category of elementary psychology. In these we find repeated reference to experiment, so that the student may readily learn how the psychologists' final judgments are reached. Other sections of the book such as the enumeration of suggestions of methods to be used in influencing others, a list of ways of improving observation, rules for getting along with others, a note on successful marriage etc. are plausibly presented and make interesting reading, but it is debatable whether they should be called psychology unless the student is made to understand exactly why the psychologist has arrived at these conclusions.

Many psychologists will object to the author's emphasis upon habit as an explanation of human

behaviour. Any experienced social worker will realize that to view human adjustment solely as a habit which can be easily broken by the substitution of other habits is an over-simplification of experience. Human adjustment is frequently concerned with unconscious motives which cannot be treated immediately at a conscious level.

The book is extremely well arranged for the purpose of study. Within each chapter the material is strictly organized, while tabular summaries are appended to facilitate memorization for examination purposes. The volume is provided with a collection of review questions, a glossary of terms, and a short list of references for further reading.

Social workers will find little here that is new to them; would-be psychologists will find much basic material but no discussion of contentious matters or problems to stimulate them to further study; the general reader will find a fascinating book suitable as a starting point for lay discussion groups.

C. E. SMITH, Ph.D.,
Director, School of Social Work, The University of Manitoba.

QUESTION: What are Community Chest funds spent for?

ANSWER: Figures compiled in August, 1946, by the Community Chest Division of the Canadian Welfare Council, Ottawa, show that for the whole of Canada, the money which is spent through Community Chests is divided as follows:

Child Care and Protection.....	23.7%
Youth Training, Summer Camps, etc.....	26.7%
Family Welfare including Care of the Aged.....	26.1%
Health Services	16.0%
Central year-round administrative costs.....	7.5%
	<u>100.0%</u>

Couchiching Views World Problems

BLODWEN DAVIES

NOTHING but the number of available beds and blankets put a limit on the attendance at the fifteenth annual conference of The Canadian Institute on Public Affairs at Couchiching in August, though the overflow finally came to a stop in the dressing rooms of the stage in Copeland Hall itself. Every cottage bulged with inhabitants and it says something for the seriousness with which intelligent Canadians viewed the summing up of One Year After that many persons of considerable dignity in the academic and administrative field in Canada contented themselves with the minimum of amenities throughout the entire eight days of speechmaking and discussion. It was an exhibition of rugged Canadianism which is a delight to those who appreciate the sifting out of the serious student of public and cultural affairs from the half-hearted who would attend if the conference was held in some luxury spot. Those who go to Couchiching are willing to pay the price of thin mattresses and hard chairs in return for the opportunity to think and talk with those whose energies are devoted to research and experiment on levels of activity from which new social action will emerge.

It is this essential earnestness of the approach to public affairs, and particularly to international affairs, that draws to the conference speakers of the calibre that make it of

genuine national significance. It is a time and a place at which many teachers, research workers, leaders of citizens groups, writers and others of their kind can re-orient themselves to the reality of current problems. This year's program quite successfully integrated the discussion of problems ranging from world security to municipal government, from the Far East to our own cultural status, from trusteeship for colonial peoples to the shameful story of the medievalism in our penal institutions.

J. King Gordon, editor of *The Nation*, and a Canadian returning home, was one of the busiest men at the conference. At two sessions he gave addresses covering graphically the main problems of world security today, and conducted five daily round tables on the same subject. Effects of such discussions will emanate in many parts of Canada this coming winter in enlightened teaching and leadership.

Eelco N. van Kleffens, the Netherlands representative on the Security Council of UNO and a member of the Commission on Atomic Energy, brought into the conference a note of international diplomacy. Here was the trained career diplomat in action, a man of wide cultural development and great personal charm. His command of English, his immense fund of personal knowledge and insight into UNO activities, his sense of

humour, his economy of speech and of gesture, combined to impress the listener with the disciplines of which we seldom think: that of the international political worker whose every word, even the accent or emphasis of his speech, may weigh in the balance of world amity. A little more of the van Kleffens type of restraint at the Paris peace conference would be more reassuring, and would avert some of the rancid flavours that creep into the international pudding. Mr. van Kleffens had a good deal to say and he said it, but with the suavity and skill in communication that arises out of diplomatic economy.

One of the most familiar and well-liked of the visitors was another state official, Sir Frederick Puckle, of the British Embassy, Washington. Sir Frederick spent a quarter of a century in India, much of it in high administrative posts and has come away with a depth of sympathy for and understanding of the people of India. He gave a generalized review of the conditions leading up to the present state of affairs, pointing out that the struggle between Moslems and Hindus was merely suspended during the century and a half of British rule and goes far into the roots of India's history. His constant attendance at all meetings, his alert and open interest in the round table discussions, his sense of humour and his participation made him more of a self-elected delegate than an official visitor, and representative of one of the Big Four.

Two other outstanding personalities were Ralph Bunche, late of

Howard University and of the State Department of the United States, and now director of the division on trusteeship of UNO, and B. A. Liu, director of the Chinese Ministry of Information in Canada. They shared the leadership of the round table on the Far East and colonialism.

Dr. Liu, although officially representing the Chiang government, represented also in himself the well-informed and scholarly Chinese and brought to the conference the evidence of a self-discipline and an emotional control which many admired and at which many marvelled as embarrassing and even unpardonable questions were directed to him. He impressed upon his associates the fact that any representative of a nation travelling or working abroad, stands, in the eyes of the stranger nation, for his country and its culture. An unfriendly, too reserved or resentful Chinese would have left the conference with an impression of his people which would have been unfortunate.

Back again we come to human personality and the question of the types of people who represent Canada abroad in her efforts to establish friendly relations with her world neighbours. For what do they stand, and what do they suggest to the Chinese, the Russians, the Australians, the Czechoslovaks, in regard to our cultural qualities and our ethical standards? What impressions do our private travellers make among the peoples when they go abroad? Our cultural relations abroad do not depend on embassies and consulates, on exhi-

bitions of pictures or gift libraries, but upon the personal contacts, the day to day relationships between individual Canadians and the individual nationals of other countries. The only means by which we can appear to be friendly, intelligent and socially conscious persons to our neighbours abroad with whom we have to live in this one world of ours, is by being friendly, intelligent, socially conscious persons at home, in our schools and offices and playgrounds. The cultural quality of a nation is more important than we generally realize for its ramifications reach into our political and diplomatic life and it plays its part in the ultimate matters of peace and war. The UNO is not an abstraction. It is a matter of two billion human beings trying to live together on one small planet, interacting physically, emotionally, mentally and spiritually, men and women curiously similar in matters all the way from the problem of caloric intake to spiritual intuitions of the ultimate realities of truth, goodness and beauty.

The Canadians at the conference who represented various administrative activities at home and abroad were reassuring in the qualities of their personalities. In fact, this means of casually meeting government servants of our own nation, and government servants of other nations working through UNO, is perhaps one of the most important factors of the Couchiching conference. These persons were obviously well-qualified personalities and if we can hope that the majority of these civil

servants, engaged now in the most crucial of all the efforts in our history to live intelligently together in a world society, are of the quality of those we met at Couchiching, then we shall be justified in our hopes for the future. There is perhaps more hope on the horizon than the agitated press would lead us to believe.

Dr. Bunche, directing the trusteeship division of UNO, is one of those great Negroes who stand for the potentialities, so largely latent and untapped, in his race. He moves into the work of UNO on the strength of his knowledge and personal experience of problems of colonialism in many parts of the world, and this knowledge he made freely available to the conference. Here again was a man of exceptional personal charm, poise, distinction and integrity. His associates were conscious of the power for good that lies within his hands in a post so vital to the future of UNO. Dr. Bunche estimated that about one-quarter of the world's population will come within the purview of his division. However, at a conference on African Affairs in New York in 1944, authoritative speakers estimated that one-half of the world's population — one billion people — live under colonial status. A great part of these people, of course, will not come under the trusteeship division, as they are advanced peoples who will move out of colonialism into self-government or independence, whereas trusteeship will affect those peoples who are not ready for self-government. No

group of people can survive in this highly complex political and economic world without the techniques of international collaboration, which are essential to self-government or to independence.

Turning to matters nearer home, the conference heard Prof. K. G. Crawford of Queen's University on problems of municipal government and a round table on this subject was conducted by Martin Estall. B. K. Sandwell reduced the problems of civil liberties to their philosophical essentials and his paper, in the year book, may well be a standard reference work on that subject for Canadians. R. G. Riddell brought immigration and the subject of refugees home to Canadians and left the conference with questions to mull over in regard to our responsibilities to the displaced persons of Europe. Opening our doors to New Canadians is a problem related to our solution of the housing situation. Humphrey Carver, of the University of Toronto, related the housing problem to our social problems. If Canada decides she wants immigrants, if she accepts moral responsibility for displaced persons, how is she going to look after them while the housing shortage is breeding all sorts of serious social problems of divorce, delinquency, ill-health, mental and physical, already? How is she going to decide to act on the policy of publicly sponsored and subsidized housing versus competitive building and private uncontrolled profits out of a national emergency? The very fact that we stand in need of half a million houses and that one-

third of our population is now unable to pay the rent of minimal decent housing should make our first efforts towards full employment not too difficult to attempt. But nowhere does the interlocking of national and international problems find more graphic demonstration.

For the first time in the history of the conference, an evening was set aside for the discussion of the creative arts in Canada. Jean Baudet, a musician of note, and supervisor of music for CBC, discussed music in Canada in a lively, informal and intelligible way. His paper will be grounds for further research. Charles Comfort presented a more formal paper which will be useful for the records, tracing the progress of the visual arts in Canada and leading up to the activities of the new Canadian Arts Council representing sixteen nationally organized societies of creative workers across Canada. The CAC will act in liaison between Canada and UNESCO.

W. A. Deacon spoke for writing in Canada, or as he viewed it, nationalism in letters and the politics of literature. He neglected the opportunity, ready to his hand, to exercise the function of the writer, that of liaison between the various factors of our culture, by ignoring all that had gone before him. He gave no indication that Canadian writers also functioned through the Canadian Arts Council as outlined by Charles Comfort, or that they were taking their places as mature ingredients in an over-all national plan for the arts in Canada. Liter-

ary isolationism at this point in our history is hardly representative of the social intelligence of the serious writers. One is tempted to ask if the writer of confession stories for American magazines is contributing to the growth of Canadian literature and cultural essentials; and if so, is the compiler of Dr. Chase's Almanac a Canadian author. The first sign of maturity in any cultural worker today is his sense of relationship to the component parts of both his native and of the world culture. Mr. Deacon has had for the past quarter century a literary page through which he has had the means of promoting cultural maturity and pressing for public support for our integrated culture and at the end of that time Canadian writers have the right to expect something more than an appeal for "little money" for their support, in an appraisal of our culture.

UNESCO will be the means by which Canadians in education, science and cultural affairs will make their contribution to world stability and it can be a very great contribution. Moreover, in the very effort to contribute, our own internal culture is certain to be enriched and developed. In the field of letters alone, UNESCO will collaborate with and support all bodies which contribute to the development of international thinking. To that end, it will require of each member state lists of its best native work for translation and distribution in neighbour states; it will establish personal contacts between authors of various countries

and encourage working alliances between writers and educators and other cultural workers, for the production of new books, especially children's books, to broaden the base of world understanding. Translation, copyright, fellowships, subsidized research, means of travel, all are objects of the Committee on Letters and Philosophy of UNESCO; and consequently, the relationship of the Canadian Arts Council to UNESCO is now a matter of prime importance.

Problems of national unity were presented by Hon. Adelard Godbout and Wilfrid Eggleston, from the social and constitutional and historical angles. Again these papers will provide source material for further study in this field. Certainly a nation which can contribute such essential services to the world community should have no doubt of its ability to solve internal problems, which, in the light of the daily news, seem almost trivial. By contrast, Canada's place in the world food situation, as outlined by George R. Patterson, commercial attache of the Canadian Embassy, Washington, and a member of the world food emergency board, and by Kenneth W. Taylor, co-ordinator of the foods administration, Ottawa, places our country in a more mature and globally conscious role.

However, it was the final speech on the program that deflated any national conceit we may have developed in listening to ideas on our actual or potential contribution to world affairs. Alex. J. Edmison, executive secretary of the Prisoners'

Rehabilitation Society, is no fretful reformer. Full of health, exuberance, and energy, he made revelations of the conditions in our penal institutions which made some of us, at least, hope that all our international visitors had gone home. Basing his speech on his own experience at home and abroad, in the study of penal institutions and on the Archambault Report, he converted that Saturday morning audience into an emotionally disturbed and socially shamed group of people. The eighteenth century conditions that prevail in the Canadian penal institutions—to put it conservatively—seem actually incredible, especially in view of the fact that the Archambault Report, published in 1938 is regarded abroad as one of the finest studies in penology extant. The fact that young offenders are not segregated from the hardened old repeaters and that our jails constitute finishing schools in the

techniques of crime, pointed rather clearly to the place at which work to prevent juvenile delinquency might begin. Today the “gang” knows that the boy who gets a jail sentence comes out an expert in crime; if they knew that sentence meant training and schooling instead, they might prefer to take their education voluntarily.

And so the members of the conference departed carrying with them a warm glow of hope for a better world and an uncomfortable twittering of the conscience concerning a problem which each one knew to be a personal and immediate responsibility. If we are to put our own house in order, so that our suggestions for peace in the world community are to bear any weight, our task might begin within the high walls of our penal institutions which it seemed so difficult to envision while we talked together by the pleasant shores of Lake Couchiching.

INTERNATIONAL CONFERENCE

OUT OF the Preparatory Conference held at Brussels, in August of this year, comes the following information.

Time: 1948.

Place: Atlantic City, U.S.A., in conjunction with the 75th Anniversary of the American Conference of Social Work which is meeting there. (Invitation provisionally accepted).

Program: A major concern of the delegates was the question of Youth and its problems and this subject is expected to take an important place on the agenda.

An intermediate meeting will be held in 1947, to which national committees now in process of organization will report.

Marjorie Bradford represented the Canadian Government, and Jean Henshaw, Harriet Selby and Ethel Ostry, the Canadian Welfare Council.

About People

From the Bureau d'Assistance Sociale Aux Familles, Montreal, Jacqueline Doray joins the staff of the School of Social Work, University of Montreal, to be Supervisor of Field Work. Madeline Leduc goes to the Catholic Children's Aid Society at Toronto, and Yolande Perron, formerly with the Home Finding Department of the agency, becomes Assistant Executive Director.

Gertrude Bugar succeeds Marjorie Robins as Executive Secretary of the Galt Family Service Bureau.

Both Children's Aid Societies in Vancouver have new executives. Dorothy Coombe replaces Mary King who was unable, due to illness, to take up her work in the Protestant Children's Aid Society as previously announced in *WELFARE*. Elizabeth Flynn becomes Acting Agent of the Roman Catholic agency, replacing Patricia McRae.

Lucienne Genest, formerly of La Societe d'Adoption et de Protection de l'Enfance, Montreal, has joined the staff of the Children's Aid Society, Ottawa.

Ruth Harvey, M.B.E., until recently Consultant with the Dependents' Allowance Board, has been appointed Chief of Criminal Statistics in the Dominion Bureau of Statistics, Ottawa.

Donald B. Hurwitz, formerly with the Jewish Community Council at Houston, Texas, takes over the executive leadership of the Federation of Jewish Philanthropies in Montreal, left vacant by the death of Ernest F. G. Vaz.

Ivor Jackson has been appointed Executive Secretary of the Welfare Council of Greater Vancouver.

Montreal Council of Social Agencies has added three assistants to its executive staff. Sonnette Ross, a graduate of the Montreal School, with nine years social work experience, has been appointed Executive Assistant in their Case Work Section. Sybil Ross, leaving the post of Assistant Executive Director of the Montreal Parks and Playgrounds Association takes over as Executive Assistant in the Council's Group Work Section; and Harold Potter, now completing work for his M.A. degree in sociology has been appointed part-time Research Assistant.

Murray G. Ross has been appointed Secretary of the Personnel Services, Department of the National Council of the Y.M.C.A. Born in Sydney, Nova Scotia, Mr. Ross graduated from Acadia University and did graduate work in sociology at the University of Toronto and also at the University of Chicago.

FROM THE ARMED FORCES

With the amalgamation of the London Council of Social Agencies with the Community Chest, a joint executive director, Maurice A. Cowper-Smith, formerly of Regina, has been appointed.

Robert H. Parkinson has been appointed Supervisor of Welfare Services for the Province of Saskatchewan by the Department of National Health and Welfare. A graduate of the University of British Columbia, in 1942 he received his diploma in social service from the same university, and has worked with the Vancouver Family Welfare Association and the B.C. Industrial School for Boys.

D. Stewart MacDonald, has been appointed Intake Secretary for the Big Brothers Movement, Toronto, and Quincy L. Nighswander becomes a District Counsellor. Both men have had valuable overseas army experience.

THE COUNCIL LIBRARY

Books may be retained for thirty days and pamphlets for two weeks. The only cost to the borrower is postage both ways.

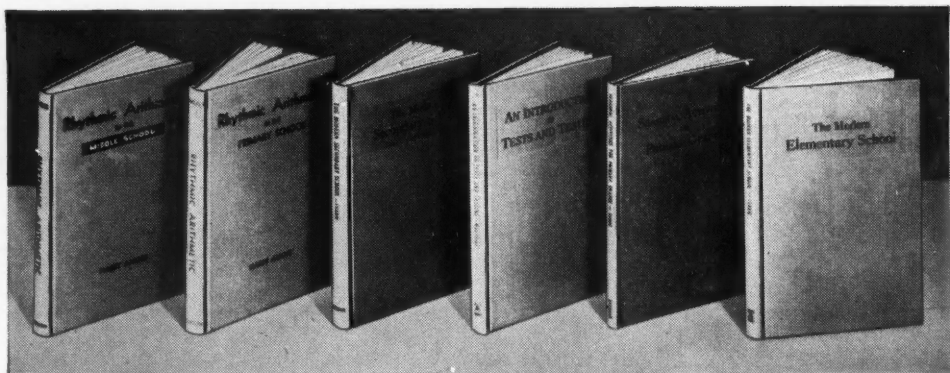
Among the Publications Added to the Council Library

BOOKS

- Psychiatry for Social Workers*, Lawson G. Lowrey, M.D. Columbia University Press, New York. 1946. 337 pp. \$3.50.
- Guiding the Normal Child*, Agatha H. Bowley, Ph.D. Philosophical Library, New York. 1943. 174 pp. \$3.00.
- Families in Trouble*, Earl Lomon Koos. King's Crown Press, New York. 1946. 134 pp. \$2.25.
- After-Conduct of Discharged Offenders*, Sheldon and Eleanor T. Glueck. Macmillan Company of Canada, Toronto. 1945. 114 pp.
- Youth Organizations in Canada*, George Tuttle. Prepared for Canadian Youth Commission. Ryerson Press, Toronto. 1946. 110 pp. \$1.50.
- Youth and Recreation*. Prepared for the Canadian Youth Commission. Ryerson Press, Toronto. 1946. 220 pp. \$1.25.
- Youth and Health*. Prepared for the Canadian Youth Commission. Ryerson Press, Toronto. 1946. 93 pp. \$1.00.
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PAMPHLETS

- Some Dynamics of Social Agency Administration*, Helen W. Hanchette, Jeanette Hanford, Frank J. Hertel, Mary Hester and Robert F. Nelson. Family Service Association of America, 122 East 22 Street, New York, N.Y. 1946. 76 pp. 75 cents.
- Short-Term Therapy in an Authoritative Setting*, Bertram M. Beck. Family Service Association, 122 East 22 Street, New York, N.Y. 1946. 112 pp. \$1.25.
- Annual Reports: How to Plan and Write Them*, Beatrice K. Tolleris. National Publicity Council, 130 East 22nd Street, New York 10. \$1.00.
- Manual on Community Welfare Organization*, Walter L. Stone, Executive Director, Council of Community Agencies, Nashville, Tennessee. 1946. 109 pp.
- Evaluating the Field Work of Students*, Rosemary Reynolds. Family Service Association, New York. 58 pp.
- To Have and to Hold Volunteers in Community Services*. Community Chests and Councils, Inc., 155 East 44th Street, New York 17. 8 pp.
- A Handbook on the Organization and Operation of a Volunteer Service Bureau*. Community Chests and Councils, Inc., 155 E. 44th St., New York 17.



CANADIAN YOUTH COMMISSION

Publications

For three years this representative body, with the assistance of competent specialists and the co-operation of young people across the country has conducted a comprehensive study and analysis of the "youth problem" in Canada. Ten reports embodying the findings and recommendations of the Commission, are being published of which the six listed below have already appeared.

Youth and Jobs in Canada	\$1.25
Youth and Recreation	\$1.25
Youth and Health	\$1.00
Young Canada and Religion	\$1.00
Youth Challenges the Educators	\$1.00
Youth Organizations in Canada	\$1.50

Copies of these reports may be obtained from any bookseller, directly from RYERSON PRESS, 299 Queen St. West, Toronto, or through the office of THE CANADIAN WELFARE COUNCIL, 245 Cooper St., Ottawa.

They are a "must" for social workers, educators, public officials and volunteers concerned with youth needs and services.